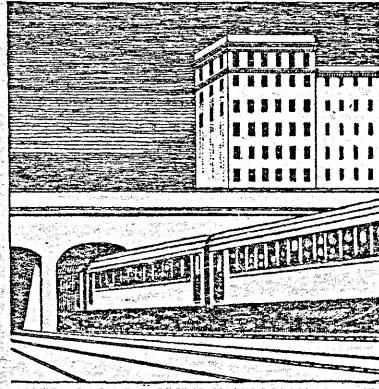
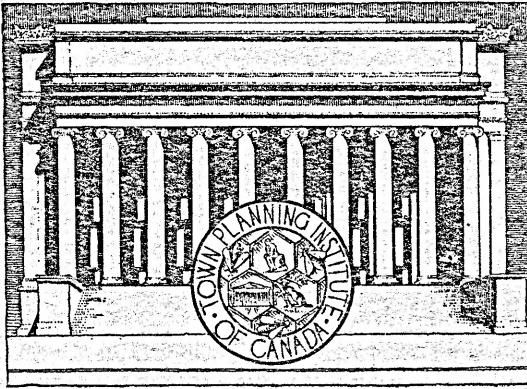


# TOWN PLANNING



## THE JOURNAL OF THE TOWN PLANNING INSTITUTE OF CANADA

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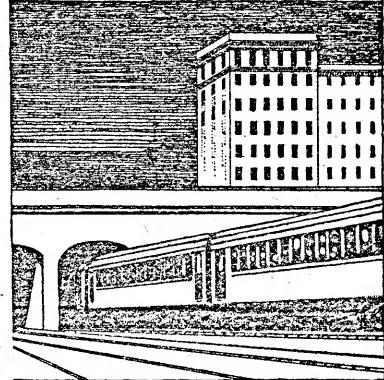
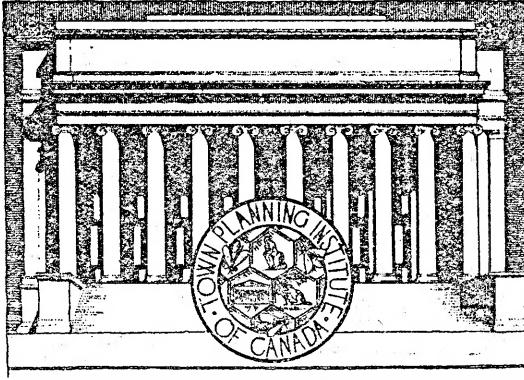
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# TOWN PLANNING



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*Town planning may be defined as the scientific and orderly disposition of land and buildings in use and development with a view to obviating congestion and securing economic and social efficiency, health and well-being in urban and rural communities.*

### TOWN PLANNING COMMISSION FOR QUEBEC CITY

A great event in Canadian town planning during the last few weeks has been the passing by the Quebec Legislature of a Bill for the creation of a Town Planning Commission for the City of Quebec.

Mr. Noulan Cauchon, who has taken a strenuous part as town planning adviser to the city and ardent advocate of the movement to create a scientific plan for the future development of the ancient capital of the province, as well as for the preservation of its historic relics, describes the Bill—which has now become an Act—as the most far-reaching legislative event, of town planning import, in the history of town planning on the American continent. For the Act includes complete architectural control of all buildings, private and public, that shall be erected henceforth in the City of Quebec. The Commission now authorized—which will be composed of five members, three

appointed by the provincial government and two by the city, will constitute a jury, with powers of veto, on the design, spacing, location, height, area of land to be covered, access of light and air and general suitability of all buildings proposed to be erected, judged from the point of view not only of safety of structure, but also of architectural harmony and the rights of the community and of neighboring property-owners.

It also gives full powers to replan those parts of the city that have been victimized by hap-hazard development and building anarchy and to create a comprehensive plan for future development with the exercise of necessary zoning powers.

#### AN IMPORTANT LEGISLATIVE ENACTMENT

It is not too much to say that the passing of this Act will be known within a few weeks all over the

town planning world—which is now co-extensive with civilization. For it places on the statute books of a great province a principle-become-law, namely, that a community has a right to protect itself from the greed of those land and building speculators who are concerned only in squeezing the last drop of profit out of land and buildings irrespective of the convenience, the sensibilities and the health needs of the rest of the community.

How has this come to pass in the City of Quebec, a city of rich historic tradition, where the trend of thinking might naturally lead to excessive conservatism in legislation? It has come to pass because the more public-spirited citizens of Quebec have been disgusted with the building anarchy of recent years, which, on the plea that business was business, denied the right to existence of historic places in their natural setting and botched the whole city with new structures flung up anywhere and everywhere in barbarous disregard of architectural amenity and the rights of the community.

This kind of thing was bound to lead to restrictive law sooner or later. It is vastly to the credit of the Province and City of Quebec that drastic action for the enforcement of architectural amenity or good manners in building has been first taken in Canada by definite legislative enactment in that ancient city and it is significant of the function of the town planner that Mr. Cauchon has taken so important a part as adviser in the matter.

#### **WORLD WIDE MOVEMENT FOR ARCHITECTURAL CONTROL**

Within two weeks of the passing of the Quebec Act the City of Ottawa secured from the Provincial legislature the right to exercise architectural control over the new Elgin Street that is to be, or, more accurately, to delegate this right to the Federal District Commission. For many years the courts of the United States have been leaning to the principle of "aesthetic control" by the community of building operations, both private and public, and in several famous judgments have given encouragement to such legislation as that passed by the legislature of Quebec. But, with the exception of the appointment of two or three Art Juries with control over public buildings in certain cities, no legislation approaching the completeness of the new Quebec law for the City of Quebec has, so far as we know, been attempted in the United States.

In Britain several cities, notably Edinburgh and Bath, have interpreted the clause in the Town Planning Act which gives power to a local authority to prescribe the "character" of buildings to mean community control over the design of buildings, as well as their suitability to location.

In France there are Syndicats d'Initiative whose function is to preserve the architectural amenities of town and cities. The International Town Planning Federation has issued inquiries to all parts of the world in an effort to find out what methods have so far been adopted to deal with the problem of

jumble building. The British Ministry of Health in its recent housing manual continues an educational course initiated by its Town Planning office on the importance of architectural harmony in relation to the housing of rural workers.

The new Alberta Town Planning Bill contains clauses authorizing a permanent provincial Town Planning Board, which shall have the duty: "To assist and advise any rural authority in devising ways and means of preserving the natural beauty of the locality and ensuring that new buildings and erections therein shall be so designed and located as not to mar the amenities of the locality." It takes definite cognizance of the destruction of the countryside by bill-boards and devastating "hot-dog" shacks and makes regulations "as to the design, location and construction of any building located on any highway to which the Act applies which is or is intended to be used as a gasoline filling station or for the purpose of supplying travellers with refreshments," and to establish a building line on each side of these highways.

These are all signs of international thinking on a problem which is not confined to any particular place, but which the logic of architectural anarchy is forcing on the public attention. It is recognized that the architectural development of a town or city cannot any longer be left to the judgment of a building inspector, who may or may not be a trained architect and town planner and who is usually hampered—even if technically qualified for his duties—by obsolete building bylaws.

#### **THE PLACE FOR THE SPECIALIST**

The Province of Quebec has brought this thinking to a head by an enactment for the benefit of its capital city which means that in future the design, location and general fitness of any proposed building will be submitted to the judgment of a Town Planning Commission, composed, as we say, partly of representatives of the provincial government and of the city, who will, presumably, not act as architectural specialists, except in the broadest sense, but will seek specialist advice on points of architectural and town planning technique.

For, obviously, the last case would be no better than the first if judgments were made on technical matters by a non-technical body without technical advice. The town planning adviser has quite properly been called in for consultation on the drafting of the Act. The real utility of the Act will depend, however, upon its subsequent administration—as the failure of several provincial town planning acts has demonstrated. For this purpose something more than the legal consultant will be necessary. The driving power will be found in the man who knows the philosophy, the sociology, the history and the technique of town planning and this is the man whose indispensable services are frequently overlooked and forgotten. Architects and town planners all over the world will view these enactments with dismay and terror unless the final judgments concerning them are in the hands of trained men.

**ECONOMIC ASPECTS OF TOWN PLANNING**

The day before the passing of the Act Mr. Cauchon addressed a large gathering of the Rotary Club and members of the Board of Trade in the Chateau Frontenac in French and English. Speaking on, "Some Economic Aspects of Town Planning," he first related his subject to the philosophic concepts of ethics and art. Modern economic theory was passing through a period of reorganization and was adopting sociological and humanitarian implications that could not be covered by the cold and cruel statement that business was business, which usually implied that to be successful business operations must be divorced from humanitarian considerations. Large industrial concerns were now planning for the comfort and well-being of their workers and their workers' families as they had seldom done in the past and this was regarded as an indivisible part of business efficiency.

Town planning in the ancient capital of Quebec was fraught with peculiar complications by reason of the sentimental as well as the negotiable or material value of its area. It had the problem of congestion to deal with and this was the crux of modern troubles in all large cities. The retardment of movement signified increased cost in the transportation of goods and this had a direct bearing on the cost of living. Traffic congestion resulted from the lack of necessary width in the streets to suit the purposes for which the streets were used and the further slowing of traffic by steep hills. Modern town planning aimed to provide towns and cities with an organic plan of circulation, a plan for which the system of arteries and blood circulation of the human body provided an excellent parallel. Just as more space or freedom was required in the vicinity of the human heart in order that it might carry out its functions unhampered so in the heart of the city the arteries should be wide, distribution should be ample and wherever possible public squares should be provided in a general plan for the free movement of traffic. In Quebec city steep grades and narrow streets acted as an additional cramping influence on traffic. With easier grades and wider streets the cost of living could be reduced in all directions. The necessity of exercising

architectural control in Quebec city was manifest, in order to preserve its historic relics. The means of improving traffic conditions, particularly in the upper town, could be found by opening up new streets through blocks of buildings and back yards, thereby enhancing the value of property by converting former backyards into important streets with attractive facades. A regional plan was necessary for Quebec so that expansion might be carried on along modern lines.

In addition to providing an organic plan, with a system of easy grades and wide main arteries, the height of buildings should be controlled. The height of buildings should not be out of proportion to the width of the streets. Buildings 100 feet high should not be permitted on streets 40 to 60 feet wide, as disproportionately high structures excluded the necessary sanitary elements of light and air and concentrated too many people for the available width of streets to carry to and fro. It was in these respects that town planning represented the technique of sociology. Town planning was a synthesis of engineering and architectural science, whose work was focused upon the question of public welfare, rather than, as heretofore, on the sole consideration of private profit. It represented the emergence again of the ancient Greek point of view of public interest dominating all things. Certain restrictions would have to be placed on the use of land in the city in order to prevent overcrowding of property, with the resultant exclusion of light, sunshine and air.

The project for preserving the walls and fortifications of Quebec—in which the Dominion Government had tentatively offered to take a part, was a matter of national as well as local interest.

**THE NEW MAYOR**

The new mayor of Quebec, M. Auger, is a convinced advocate of a town planning programme for the city and the signs are that he will promote by all possible means the creation and carrying out of a comprehensive plan in accordance with the spirit of the Act, which he requested of the Provincial Government and which has now been passed.

**Regional Plan for the Saguenay District and the Hinterland of Quebec**

An important scheme for regional planning in Canada promises to take shape in the hinterland of Quebec—following the line from Lake St. John, on the Saguenay river, to Lake Mistassini and thence in the direction of Belcher Islands, an important mineral centre in Hudson Bay.

The project as outlined for *Town Planning* by Mr. Noulan Cauchon, who, as technical adviser to the Harbor Board of Chicoutimi, has been given a free hand to plan and coordinate to the fullest extent possible the development of the natural resources of the region, both in private and government hands, is to create a regional plan of vast proportions for the

scientific development of the natural resources of the hinterland of Quebec, so as to facilitate their outflow to the new tide water harbor now being built at Chicoutimi. The project includes a railway and shipping terminal at the harbor and an organic plan for railway and highway development to provide general transportation facilities on modern lines and to prevent the congestion that usually follows short-sighted schemes of industrial advance.

**A GREAT INDUSTRIAL DISTRICT**

The Saguenay and Lake St. John district, said Mr. Cauchon, has been coming into prominence dur-

ing the last few years as a great industrial oasis by reason of its tremendous water power developments, the latest of which, commanding 800,000 horse power, is now under construction at Chute à Caron, in the vicinity of Chicoutimi. Twenty miles above this, and on the same river at the outlet of Lake St. John is situated the Isle Maligne power house, turning out 540,000 horse power.

One of the interesting facts in the regional plan is the aerial survey under way to determine the best route and method of diverting the waters of Lake Mistassini from their flow to Hudson Bay by the Rupert river to a new course which would take them to Lake St. John. Lake Mistassini is several times the size of Lake St. John and, to the measure of its flow, if diverted into the lower lake, a distance of about 180 miles and a drop of about 900 feet, would render possible still greater production of water power, both at Isle Maligne and at Chute à Caron. Further exploration to determine the resources and physical features from Lake Mistassini to Hudson Bay and the accessibility for transporting the iron deposits from there to the Saguenay for smelting are under consideration. Location surveys have been under way by the Canadian Pacific Railway for nearly a year to determine a line from Quebec to Chicoutimi and a decision should soon be possible as to the route to be followed. The construction of this line will give the harbor of Chicoutimi the advantage of communication by the two great railway systems of Canada. At present it is served by the Canadian National Railway (the old Quebec and Lake St. John Railway). The total distance under consideration in the regional plan of development is about 600 miles from Lake St. John north to Hudson Bay.

Whilst the creation of Chicoutimi harbor is due to Dominion Government action, said Mr. Cauchon, brought about through the energy of Mr. J. E. A. Dubuc, the Federal Member for Chicoutimi, it has also the warmly-expressed sympathy of the Hon. Mr. Taschereau, Premier of the Province of Quebec.

#### MODEL HOUSING FOR THE WORKERS

The great industrial development in this district, said Mr. Cauchon, is bound to make rapid progress. This will mean the inflow of population in still greater numbers. To town planners and others of humanistic temper it will be a great satisfaction to learn that the leaders of the industrial development already in existence—at the mills under the control of Price Brothers and other paper companies and at the aluminum works at Arvida, the finest consideration has been given to the living conditions of the workers, both as to the houses they inhabit and the recreations and amenities without which life is scarcely worth the living and industrial content is impossible.

In this whole scheme for the development of the natural resources of this great region, said Mr. Cauchon, the bad old way of the industrial revolutionists

of the 18th and 19th centuries has been replaced by scientific and humanistic principles, which are the fruit of the town planning thinking now co-extensive with civilization. The wilderness is not to be conquered bit by bit with the next step always out of sight and with many first steps to be retraced because they turned out to be expensive blunders.\* Whole regions can now be surveyed by aeroplanes which in former times could only be approached at infinite cost of time and labor and even human life.

#### REGIONAL PLANNING

Town planning science has broadened out into regional planning science, which looks beyond the confines of the town and co-relates a whole region functionally to the needs of developing industry and civilization and plans ahead for half a century of the life that is to be. And last, but by no means least, this scientific planning does not stop with the prospect of large fortunes made for a few individuals, while the mass of workers with all their needs and rights to get some pleasure out of life are forgotten and neglected and condemned to live in filthy and overcrowded slums and tenements, as has happened so often elsewhere.

In this project, said Mr. Cauchon, there is a magnificent chance for regional planning and town planning *de novo*. Practically all the regional plans now in existence throughout the world are endeavoring to remedy the mistakes of the past in metropolitan regions and must necessarily connote destruction of property involving countless millions of dollars—even where new values are created. Such plans are necessary, but human intelligence is surely competent to grasp the idea that to plan right at the beginning is to economise the resources of a country and to raise on the face of the earth structures that will be efficient and beautiful, of which a nation may be justly proud. A merely antiquarian delight in architecture is futile unless it inspires us to plan architecturally for the present and future generations according to the principles and achievements we admire in the story of the past. The work of this century should be to redeem the architectural inspiration of the pre-industrial age and not to perpetuate the ravages of the 18th and 19th centuries.

On March 1 Mr. Cauchon addressed a large gathering in the Capitol Theatre, Chicoutimi, on "The Future of the Saguenay" under the auspices of the Chamber of Commerce. In introducing the speaker, the chairman, M. McConville, engineer of Chicoutimi, stated that Mr. Cauchon was not only an expert in the science of town planning, a science that had been much neglected in the past, and an active worker but he was also an apostle. If there was now a clearer apprehension of the importance of town planning it was largely due to Mr. Cauchon's advocacy. His ideas were coming to the point of triumph, even at Chicoutimi, to the great benefit of all.

**UNE REGION D'AVENIR**

*La Presse*, of Montreal, was one of the first newspapers in Canada to inject a little intelligent enthusiasm into its reactions to the town planning movement. We translate freely an editorial entitled "Une Region D'Avenir," dealing with the Saguenay proposals, which appeared March 20.

In an address given recently at Chicoutimi, under the auspices of the local Chamber of Commerce, Mr. Noulan Cauchon, technical adviser to the Town Planning Commission of Ottawa, showed by means of figures and facts the brilliant future which awaits the Saguenay region, if our people know how to utilize the many advantages which it offers from different points of view. Mr. Cauchon has had a long experience in the planning of towns and great railway enterprises. His declarations on these matters are of lively interest and we should take note of them.

He strongly advises our compatriots not simply to stare with open mouth at the gigantic installations of American and English capitalists who come to establish their industries on our territory—such as Arvida, for example, but to put our own shoulder to the wheel and take some part in the profit.

Mr. Cauchon, who has studied this region on the spot and who is in touch with the techni-

cal advisers of the federal government, wishes to avoid the errors committed in the older municipalities which are due mostly to ignorance of town planning. There are not wanting some towns and villages well-ordered, developed with method, furnished with good means of communication and grouped in a manner to benefit by the water-courses, mines, forests and fertile lands which enclose the Saguenay region. "The future is here; it is time to see it," he says, and he shows the way to organize for success.

Meanwhile we can foresee the construction of a railway of 600 miles to Hudson Bay, with its terminus at Chicoutimi, which will serve to drain all the products along that route. A little later, according to possibilities which airplane investigators reveal, the waters of Lake Mistassini will probably be diverted into Lake St. John, an enterprise which will add considerably to the production of water-power furnished by our rivers. That water-power is a powerful instrument, a precious tool, which it would be foolish to alienate.

Let us hope that these ideas will make their way, especially in the quarters where they can be realized. They assuredly tend to help our compatriots to play the role which they aspire to play in the economic domain.

**REGIONAL PLAN FOR CANADIAN NIAGARA FRONTIER**

We have commented on the fact, on various occasions, that whereas the suggestions of Canadian planners about ten years ago that the Niagara frontier should be subjected to a Regional Plan was somewhat contemptuously "turned down" by the municipal authorities on the Canadian side of the river, those suggestions bore fruit on the American side in the shape of the Niagara Frontier Planning Board, which has developed an organization comprising representatives of about sixty different municipalities and has secured legal and financial assistance from the State of New York to prepare a Regional Plan for the American side of the river.

That fact alone would seem to be a sufficiently dramatic illustration of the soundness of the Canadian planners' arguments and foresight and the "intelligence test" would seem to be all in favour of the planners.

This conclusion is still further strengthened by the fact that some time ago the Chamber of Commerce of the Canadian Niagara Frontier entered into an agreement with the firms of Wilson, Bunnell, and Borgstrom Ltd., and Messrs Gore, Nasmith and Storrie, consulting engineers of Toronto, to prepare a Regional Plan for that part of the Niagara Frontier extending on the water front from Crystal Beach to Chippawa and taking in the area between these

two points, which covers about 60 square miles.

These firms have presented their Report to the Chamber of Commerce. It covers 37 pages of close typescript and, in extent, would comfortably occupy the greater part of this issue of *Town Planning*. It is not called a Regional Report, but quite modestly a "Niagara Frontier Development Report, made to the Niagara Frontier Chamber of Commerce on Town Planning, Park Development, Zoning, Water Supply and Sewage Disposal."

It is however manifestly a Regional Report for an important Canadian Region and we do not see why the consultants should not have taken the credit of a Regional Plan for an important Canadian district by boldly using a word that is taking a great social significance all over the world and is just breaking into the Canadian consciousness wherever town planning is winning the fight against obscurantist tradition. The Vancouver Plan may issue in a Regional Plan for Greater Vancouver, but it is not yet authorized as such: Mr. Cauchon's Regional Scheme for the Saguenay district is just breaking ground; the Winnipeg movement may shed its elementary fog when the civic authorities are willing to place the matter in the hands of men who know something about the subject and become a Regional Plan and a Regional Plan for Ottawa and District is

at least a subject for conversation.

But here is a definite scheme for Regional Planning, worked out by two consulting firms of high standing and authorized by an important Chamber of Commerce. It is presented in a complete text, with plans and maps. It seems to us the first finished Regional Plan for a Canadian territory and, as such, the first tangible beginning of a vastly important social movement of which the Dominion will hear more and more as time goes on. If the Chamber of Commerce of the Niagara Frontier should accept the Report and pay for it—as they doubtless will—and should then—not file it as a troublesome subject that demands a considerable amount of brain energy, but collect all the authoritative forces of the Region and persuade them to release Authority in favour of rapid execution of the Plan, then Regional Planning will have actually begun in Canada, in our own lifetime; then the Canadian Niagara Frontier will become the cynosure of all the town planning interest of Canada as the field where the first bold pioneers are carrying out a Regional Plan and will thus accumulate advertising value that no hideous bill-boards could give it; then no Authority of any kind will be able to say that Regional Planning is a dream of irresponsible visionaries. The executors of the Plan will perhaps be called televisionaries, because they have exercised a practical imagination and seen a little farther than their fellows.

We cannot here deal with the technical detail of the Plan. Its sociological and national significance seem to us of first importance. A plan should never be finished and a most mischievous idea is that when a Plan is delivered consultants should be dismissed because the plan will then carry itself out. We must quote part of the Introduction because that part gives the rationale of the Plan and is, therefore, an educational document which will appeal to reasonable men everywhere who want to understand the first principles, the philosophical or sociological basis of planning, and have no opportunity to measure the value of technical detail.

Incidentally the Plan shows two or three things that may well be pressed upon the attention of civic authorities. First it shows that the Canadian planners who first saw the possibilities of a Regional Plan for the Niagara Frontier ten years ago were men of sound practical sense. Second it shows that the Regional Planning idea has gripped the minds of the Chamber of Commerce men of the Niagara Frontier, or they would not have financed the Plan. Third, it shows the tremendous damage that a more or less temporary civic authority may inflict upon a community by rejecting or neglecting a Plan of this far-reaching social and economic significance.

#### FOREWORD

Under date of March 21st, 1927, the Niagara Frontier Chamber of Commerce entered into an agreement with Messrs. Wilson, Bunnell and Borgstrom, Ltd., and Messrs. Gore, Nasmith

and Storrie, Consulting Engineers, whereby the Engineers were called upon to perform the following services on behalf of the Chamber of Commerce:

- (a) Prepare a plan and report to cover the Town planning, Zoning, Water, Sewage and Park Requirements of the District known as the Niagara Frontier, to include more specifically the Village of Crystal Beach and all that part of the Township of Bertie and Township of Willoughby lying easterly from a line drawn directly from Crystal Beach to Chippawa by way of the Ridge Road, Stevensville and the Sodom Road and also include the village of Fort Erie and the Town of Bridgeburg as well as part of the Township of Bertie lying South of the Garrison Road as far West as Humberstone Town line.
- (b) It is distinctly understood that this is not to be a detailed report but one of a general character to bring out the various needs of the district as enumerated above, and to make sure that the Engineering features suggested are possible.

You will recall that previous to the drawing up of this agreement two proposals came under discussion and that you finally decided to call for a report dealing with the whole situation in a broad and general manner rather than one of a complete and detailed nature.

Acting on your instructions to bring in a general report we have given, therefore, this matter our best consideration and after a close study of the problem we herewith submit our findings.

#### INTRODUCTION

It is predicted that Canada will have a population of thirty million people in another fifty years. Whether or not this prophecy be fulfilled, Canada with its relatively large resources and small population must inevitably enjoy a tremendous growth.

Modern water works, modern sewers and sewage disposal, electric light, the telephone, the automobile and the radio have in the past twenty-five years entirely changed the mode of living and the day is now past when great masses of people will voluntarily migrate and settle down under pioneer conditions with dirt roads, well water, kerosene lamps and crude sanitary facilities. Consequently in far sighted communities previous to the inflow of population the land is first laid out into lots interpersed with park and playground areas all connected by wide and convenient highways. These highways are then graded; water, sewer and electric services installed and the roadways paved. These are the

things that commence to give land its value. However, before people will move in to such areas there must be further inducement, that is, there must be convenient places for profitable employment, the great bulk of the people being entirely dependent upon the work of their means of livelihood.

Thus we see that communities do not grow by themselves. They depend firstly on their strategic location and secondly on the enterprise of their people. Moreover, due largely to improved methods of transportation, population refuses to longer recognize artificial boundaries, and, if the full possibilities of any district or region are to be completely realized it will come about only by the sinking of local municipal jealousies and the full co-operation of the Municipal jurisdiction in the area.

Not only on this Continent but in Great Britain and other parts of Europe very intensive studies are now being made with the full co-operation of the various municipal authorities of the social, living and industrial conditions in the surrounding regions and recommendations are being made for the improvement of the same, both inside these cities and in the regions surrounding same.

The Canadian Engineer for April 19th, 1927, has this to say about a report recently issued on the "Regional Plan of New York and its Environs":

There is much in this report that should stimulate Canadian authorities to seriously

undertake the planning of community development; to improve social and living conditions, in order that the Dominion may keep pace with our great neighbour. Far too often the expression is heard: What a splendid thing it would have been if our city could have been planned in a comprehensive way twenty or thirty years ago! The idea prevails that it is now too late to do anything, whilst in New York a committee is seriously at work in preparing for the proper development of a population greater than that of the Dominion of Canada. Do Canadians lack imagination, vision or courage, that they are so slow to see the advantages of planned development? Must the Dominion pass through another half-century of riotous development before any attempt is made to organize and control? Is it not obvious that our growing municipal expenditures, which are becoming so burdensome, arise largely because of the necessity of correcting the mistakes of past development? If for want of plans we go on making such mistakes, shall we, with such a heavy taxation, be able to retain our position in industrial and commercial development, and attract population in competition with our sister Dominions, Australia, and New Zealand, where planned development is now seriously undertaken by government authorities?

There is a section entitled "General Situation" which shows with fine foresight the inter-relation of the communities on both sides of the international boundary. We hope to quote this in a future issue.

## TOWN PLAN FOR NORTH BAY

The town of North Bay, Ontario, situated at an important railway divisional point and at the gate of a large industrial and agricultural area in northern Ontario, is to be among the first small group of Canadian towns whose officers have seen the need and advantages of town planning and have taken direct and business-like steps to get the project under way without spending a decade of their own and other people's time in shuffling delay.

They appointed a Town Planning Commission for promotional purposes, composed of the members of the city council and public-spirited citizens. They informed their people what they had in mind; got their commission into working order and then proceeded to look around for a competent firm of town planners who had had training and experience in the technical problems involved. They entered into correspondence with a number of firms; invited representatives of these firms to address public meetings, with expenses paid; decided to employ the Canadian firm Norman Wilson, Bunnell and Borgstrom, of Toronto, and are now considering, within

the duration of a year, the general or provisional report of their town planning consultants.

This report will be followed by others, as the work proceeds, bearing upon specific and detail problems. It covers, however, 27 pages; it is accompanied by plans and photographs; it sets forth in foreword and introduction the reasons for planning in general and the reasons for planning the Town of North Bay and it wisely endeavours to stem the panic criticism that tends to shelve all plans, even when the people's money has been spent on their making, on the ground of cost, by stating at the outset:

Nor is it to be assumed that all the suggested improvements or developments need to be carried out at once, but rather as necessity demands and the resources of the city permit. The main consideration is that each step be taken in conformity with a definite plan, so that all will form part of one harmonious whole.

At one time it looked as though Canada were to be a mausoleum of town plans, rather than a town-planned country, judging by the number of plans

that were created and allowed to rot in the archives of the cities. Easy-going mayors who had left their strenuous youth in the dim distance and were much concerned about votes looked at their plan and inquired of their city treasurer how much it would cost. The reply would be sure to come in millions, though it was seldom pointed out that the millions would be spent in any case and would be largely wasted if they were spent without a plan, or that a competent planner knew how to create new values and new means of revenue.

The signs are that North Bay will have a good plan and that the enthusiasm already manifest in connection with the laying out of Lee Park, a gift to the city on the part of the T. & N.O. Railway of 28 acres of land, will carry the plan into operation and initiate a new social and industrial era for the town of North Bay. Up till last fall, when this gift was made, there was no park of any kind in the town and no playgrounds other than the restricted school areas. The town planning impulse has already yielded the gift of the Lee Park on which the Railway Commission intend to spend \$4,000 during the present year and during the December elections the people passed a bylaw to acquire a small area of park land to connect Lee Park with Lake Nipissing. A zoning scheme for the segregation of industries from residential areas and the regulation of various use districts and different kinds of buildings naturally forms part of Messrs. Wilson, Bunnell & Borgstrom's report.

North Bay has now an excellent chance of getting its plan into operation without the wasteful delays that dissipate local interest and enthusiasm and make every resurrection of a discarded plan a weaker and more difficult undertaking. The astute business men who form the Town Planning Commission will scarcely fail to understand that there is not at the present time any surer and cheaper form of advertising a town than the prosecution of a town planning programme. American towns and cities know this without any doubt whatever, but each new town in the United States that adopts a town planning programme is only one of the 600, while North Bay will be among the first dozen in Canada. Every successive step in the execution of its plan will now be known from one end of Canada to the other—as in the case with Vancouver, Point Grey, Regina and other Canadian towns engaged in town planning practice. The preliminary report of Messrs. Wilson, Bunnell and Borgstrom should be accessible to every citizen in North Bay in pamphlet form and should be summarized for the benefit of the schools. In Vancouver the Chairman of the Town Planning Commission is offering prizes to school children who will collect and arrange in the best and neatest form all newspaper references to the town plan after a certain date. In other towns prizes are offered for the best essay on the town plan.

The report of the planners is an educational document of the highest order. All statements are accompanied by reasons that will appeal to all citizens who

have social sense and are not obsessed with the exploded idea that town planning will damage real estate and business interests. We have before us a resolution from the Real Estate Brotherhood of America urging in the strongest manner that Town Planning should form part of the curriculum of every university, and it is now well-known that the landed interests of the United States are almost solidly behind city planning, because they have realized that the movement carries with it those principles of orderly and artistic development that make their properties more attractive from a selling point of view and that actual gifts are being made to them of trained skill for which they themselves would have to pay—if they had the sense to employ a competent landscape architect.

We have called the report of Messrs. Wilson, Bunnell and Borgstrom an educational document. There will be some readers of this issue who have no familiarity with a town planning report and who may be interested in the town planner's philosophic or sociological approach to a problem like the planning of North Bay. We quote, therefore, Messrs. Wilson, Bunnell and Borgstrom's "Foreword" and "Introduction" to the "Preliminary Report on a City Plan for North Bay."

#### FOREWORD

The steady growth experienced by the City of North Bay during past years has brought with it problems that must be solved in an effective manner if the future growth and development is not to be hampered by obstacles that now exist or may arise in the immediate future.

It is the realization of the possibilities of building a healthful, beautiful and at the same time commercially economical city that prompted the appointment of the Town Planning Commission by the City Council.

Building a city is exactly like erecting an intricate building such as a modern office building or a hotel; the owners know in a general way the results they desire to achieve and an architect is engaged to advise on the best and most feasible way to secure that result, hence the appointment of your City Planning Engineers to advise in a preliminary way what North Bay must do to secure the advantages of a continuous and orderly development.

Owing to its geographical position as the main gateway to the extensive mining, timber, pulpwood, agricultural and playground areas of the North; its growing importance as a railroad and distributing centre; its mounting fame as an educational City and its possibilities for manufacturing if the "French River Improvement" is carried out, the future of North Bay is assured.

The report which follows provides in a preliminary way the framework for a logical, economical and orderly physical development of the

now unbuilt up sections of both the City and its environs and in such a manner that the present structure of the City can be moulded to fit it without serious or wasteful disturbance to present conditions.

#### INTRODUCTION

Here on the shores of Lake Nipissing amid magnificent forests abounding with fish and game the pioneers of North Bay hewed out a home for themselves.

Today North Bay is a city of about 15,000 people, substantial homes, amply supplied with schools and churches, a safe and palatable water supply, well kept lawns, paved streets and splendid railroad facilities. There is nothing of North Bay that is sordid; no narrow streets flanked with shacks and basement living quarters. Taking all in all North Bay is a very desirable place in which to live, yet, there is room for improvement. Even to the casual observer it is plainly evident that North Bay has developed without a preconceived plan and is lacking in many of those things found to be so essential as a City increases in size and business development.

Many streets have been located, without regard to convenience of pedestrians or vehicular traffic or to the natural attractiveness of the land.

Stores have been allowed to invade residential streets at will, although fortunately these intrusions are, up to the present, small in number.

The Canadian National Railway (formerly the Canadian Northern, Ontario) forms a wall across the most highly developed portion of the City. It is regrettable that all the railways were not kept together through the City.

Before the recent gift from the T. & N.O. Railway of 28 acres in the east end of the City there were no parks.

Despite the fact that North Bay is located on one of the largest and most fascinating inland lakes in Canada, the water front across the entire extent of the City is in private hands and is most unattractive.

The only playgrounds are open areas surrounding the schools and these are inadequate in number and in size.

No concerted effort has yet been made to place structures of public interest in commanding locations, as for instance, the present location of the Soldiers' Memorial is in our judgment entirely unsuitable.

However, in connection with all of the above we would point out it is seldom possible in the formative stage of any community to foresee its future with accuracy and the varying influences which determine the location of its first streets and buildings must usually be left to work out their own results. Not infrequently the amenities of a community are, in its early days, sac-

rificed to the needs of the industry that is the occasion of the town's existence. When, however, population has been attracted to a community by natural causes and there are indications that because of situation, the trend of trade and commerce or other forces, an important city is to result, then, if action is taken soon enough, it is entirely practicable and highly desirable to replan the town in conformity with its new outlook and to provide satisfactorily for its now assured future.

There is scarcely anything in the smaller cities that cannot little by little be changed as the city is rebuilt, for example, railroad approaches can be set right, grade crossings eliminated, water fronts redeemed for commerce or recreation, or both; a satisfactory street system can be developed and adequate main thoroughfares obtained; public buildings that must in any case be built can be grouped in an orderly way, and a park system can be definitely outlined for gradual and systematic development. All of these elements for a City plan which are indispensable sooner or later in a progressive community may be had in a small city with relative ease and at small cost.

North Bay for years past has enjoyed, except for the dislocation caused by the war, remarkably steady growth and there is every reason to expect that by 1950 even without the "French River Improvement" that North Bay will have a population of at least 30,000 people. We find the people of North Bay optimistic towards the future and the appointment of a Town Planning Commission shows the presence of a progressive civic spirit and the realization, accentuated perhaps by a rapidly increasing rate of taxation, of the need of a more purposeful method of City building.

In this connection we believe the time has arrived when stock should be taken of the present physical development of the City and its environs. New traffic conditions, new nodes of living, require that a thorough study be made of the layout, both present and future, of the now unbuilt up areas in and adjoining the present City. Mistakes now apparent in the built up sections can be avoided in the layout of these unbuilt up areas.

As an indication of the value placed on City planning by leading commercial organizations we quote from an address by Bancroft Gherardi, Vice-president and Chief Engineer of the American Telephone and Telegraph Company, before the National Conference on City Planning, in New York, 1925:

"In City planning, as in our plans, we must recognize that we are dealing with ultimate tendencies largely beyond our control and the effects of which are not capable of exact valuation. Plans, therefore, must be flexible, capable

of modifications from time to time, and such modifications must be made as changing conditions show them to be advisable."

"In other respects it seems to us that our planning is similar to city planning. In our work, as in yours, a system is being planned, all of which is not being built at one time. We are really planning a growing organism, and the layout or general plan is our expectation of the requirements many years ahead. In adopting a city and regional plan, it obviously does not require that the community be committed to its immediate completion, but rather, as the community develops, each step as taken is in line with the picture of the ultimate requirements of the community. Inconsistencies are avoided, and while the plan may not be perfect, it cannot be doubted that it will be productive of far better results than no plan at all or a plan not based on a full and careful study of all underlying factors."

"No one who is familiar with one of our large cities can, I believe, doubt the business value and desirability of city planning and the many advantages which will come to a community that intelligently approaches this question, and after full study of all of the factors adopts

and is guided by a well-thought-out plan. To some it may seem that the forces determining the growth of a community are so obscure and uncertain in their operation that practical planning is impossible. Our experience, however, convinces us that these forces and tendencies are not incapable of determination within limits and that, as we have found such studies of inestimable value to us in the proper planning of our business, the community planners and public authorities will find that their problems are capable of definite solution—not precise solution, because from the nature of the case the factors to be dealt with exclude precision—but they are capable of being determined, with a sufficient degree of precision, so that the results of such studies may be followed with far better results than will result from a haphazard and piecemeal method of planning without any comprehensive underlying basis."

It is in this spirit that we approach the problem at hand. Fortunately there already exists in the Statute Books of the Province of Ontario such legislation as will enable the City to carry out most of the recommendations herein contained and many of them entirely without one cent of cost to the municipality other than for the small expense of planning and forethought.

## The Educational Function of the

We have argued strenuously for the idea that town planning in Canada would be greatly stimulated by the existence in each province of a Central Bureau that would be a positive educational force and not merely an executive body.

The town planning impulse is breaking out in all directions but an enormous waste of time and energy is manifest because there is either no expert provincial town planning bureau from which the towns can receive elementary information or because the bureau is regarded as an executive organization only and not in any way an educational authority.

### EXAMPLE

One example is worth a bushel of precepts. The Director of Town Planning for the province of Saskatchewan has been witness for some years of the efforts of Regina, the capital city of the province, to establish zoning without cost to the city. An engineering or a public health problem would have involved the employment of an expert without ten minutes of city council discussion, but the idea seemed to be abroad that the technical intricacies of zoning could be any man's job. Some fine voluntary service has been given by citizens, some of whom were employed in collateral technical studies, but the mere fact that the work was unremunerated, spare-time and subject to non-expert interference and city council delays has made the preparatory work of the zoning of Re-

## Provincial Town Planning Bureau

gina spasmodic and wasteful. Discussions are now proceeding that should have been conducted years ago and are threatening to end in panic decisions that must bewilder the most patient Minister of Municipal Affairs. And this kind of thing will go on all over Canada until two things are recognized with the utmost clearness:

(1) that the people who are to be subject to zoning method must be informed by simple but masterly publicity what zoning means to the commonwealth, and

(2) that expert town planners must be employed, as they have been at Vancouver, Point Grey and other up-to-date cities, to draw up a zoning scheme as the solution of a problem in applied science and not as an accommodation to the wishes of certain important local persons—and this without interference until their work is done, when all decisions will then be made by the city council concerning the recommendations offered.

### PUBLICITY AND EXPERT GUIDANCE

The logic of this should be clear to a one-eyed man. Town planning introduces a certain amount of control over the disposition of land and buildings both private and public, in the interests of orderly development, public health, architectural amenity, traffic facility and recreational opportunity. The general principle is accepted as sound all over the

world, but it brings with it some unfamiliar results which may very easily bother and irritate the average man, busy with his own private and business affairs—until he understands them.

This means Publicity—simple, conciliatory, reasonable, persistent. The Americans know this. Read the marvelous publicity methods of the Buffalo, Chicago or Los Angeles city planning commissions. The Vancouver group knows this. Their zoning plan is now about ready and they are initiating a public campaign that will inform everybody who has the least interest in the matter what it is all about. There is not one person in ten thousand who reads legal documents and perhaps not one person in ten thousand who can understand them when he does.

Our view is that some time this educational work will be done by a Provincial Town Planning Bureau—in the first instance, and on broad lines, and that Canadian Town Planning Commissions—which are promotional and not technical bodies—will apply the method to their own cases. Some time ago we were informed by a mayor of a town where a zoning ordinance had been passed that nothing had been done—after a number of years—because no building had been burned down since the ordinance had been passed!

An example—as we have said—is better than a bushel of precepts. The Director of Town Planning for the province of Saskatchewan has issued the following notes on "Zoning, Its Implications and Reasons Therefor." We can imagine this statement, as a folder, sent to every municipal official in every province, where there is a Town Planning Act, and followed by illustrative facts, say once every six months, concerning the progress of town planning all over the world. Something of this has been done in Saskatchewan by means of the *Public Service Monthly* and by circular letters.

We quote the document in full:

#### ZONING: ITS IMPLICATIONS AND REASONS THEREFOR

By Stewart Young, B.A. Sc.

Director of Town Planning, Government of Saskatchewan.

That function of town planning commonly called zoning has, of late, been more or less prominent in the press. A general discussion therefore of the subject, its objective and the common objections taken thereto would appear to be in order.

#### THE MEANING OF ZONING

Zoning, in effect, means the creation or establishment of districts within a municipality, whether urban or rural, for a purpose. This purpose is designated in the provincial statute authorizing the creation of the districts, and is defined in the new Saskatchewan Town Planning Act as follows:

For the purpose of providing for the amenity of any area within its jurisdiction, and for the health, safety and general welfare of the inhabitants thereof.

The first point to be noticed is that the term is intended to apply to the creation of districts for more than one purpose. There is abroad a general impression that the creation of districts for the purpose of use, (i.e., residential, business or industrial) covers the whole field of zoning. This is entirely erroneous. For example, the creation of districts for the sole purpose of controlling the heights of buildings is zoning. In fact this class of regulation was the original application of the principle in Europe some forty years ago.

#### PARABLE OF ZONING

During the past few years the phrase "comprehensive zoning" has been brought into general use and is intended to cover the whole field of zoning in its present day application. Possibly its scope can be no better illustrated than by relating "The Parable of the Gardens" by Melville Fuller Weston.

Once upon a time there were two commuters who dwelt in the City of Red Inghe, which is beyond the land of Stonem. And it came to pass that in the spring each rose from his seat by the fireside and slapped his thigh and said, "Go to, I will make me a garden. And therein shall be flowers and vegetables of all kinds; and the eye and the belly shall rejoice thereat."

So he that was first went forth into the back yard and scratched the soil furiously, and stood in the midst thereof and shouted to his neighbors, "Hold! Come ye and bring seeds and scatter them, that there may be a garden, and, perchance, ye may eat of its fruits and bear away nosegays of its blossoms!" And the neighbors, according to his bidding, rushed upon the land and threw about seeds in handfuls, such as they had, and went away.

Then came forth the other into his back yard, and spaded and raked with zeal like unto him that runneth to catch the 7.58 train. And when he had done, he gazed and measured with his eye, and made strange markings with his hoe. And here he set a fragment of wood, and there an ancient clothespin, and soon the back yard was studded with such trash. And between some he tied string, and beneath the strings he made furrows. And the while he muttered to himself of rows and hills and beds and the like.

But the first commuter came, scowling, and said to him: "What dost thou?" To which he gravely replied: "I am zoning my garden." Then he that asked the question rolled upon the ground and laughed immoderately. "Zoning, forsooth!" he cried, and rose and went into his house, and his mirth lifted the roof thereof.

But the other wielded his hoe and made furrows and dug holes and placed seeds with care, each kind according to the label which was upon the package.

And in the summer, behold, there arose a multitude of plants. And he that had zoned

his garden went forth to gaze upon it, and found it good and pleasing to the eye. In one part there grew flowers, and in another vegetables. And the corn was in hills, and the beets were in rows, and the cabbage and the radish had each his place. And they that passed by exclaimed and said, "What a fine garden!"

Then he that had scoffed came forth likewise, and gazed upon his garden. And behold it was a sight! For the corn and the hollyhock rose side by side and the nasturtium and the radish were as one, and in the midst of the marigold the cabbage raised his head. And the beets and the turnips and the bachelor's buttons and the sweet peas were strewn in abandon. And there were weeds withal. And they that passed by went with averted eyes and some said: "What a mess!" and others, "What a pity!"

And when the first commuter heard these things he was ashamed and went to the other and bespoke him humbly saying, "What was that thing of which you spake for the want of which my garden is a dud, while yours flourishes like unto the green bay tree?" "I zoned mine," replied the second. Whereat the first swore a mighty oath and lifted up his voice, saying, "If there be so great a difference in gardens what should it be if the whole city were zoned, with dwellings and factories and stores each in his true place, so that there should be order, as in your garden, and not disorder, as in mine!" And thereupon his fellow smote him mightily upon the back and uttered a loud cry, saying, "You said it!" And both arose and bestrade their flivvers and gat themselves unto the Planning Board; and that which shall be is not as a tale is told.

When laying out his garden no person would knowingly place a plant requiring an abundance of sunlight in the shade, nor would he place a group of tall plants in such a position as to bar the sunlight from those plants. This would be disorder. One of the intentions of zoning is to create order where disorder prevails and to prevent further disorder. No gardener would think of placing his plants too close together, their growth would be stifled by congestion.

#### TO PREVENT DISORDER AND CONGESTION

In general the principles of zoning as at present applied, have a dual purpose—first to prevent disorder in the use of property and second to prevent congestion of population and traffic.

The first objective is attained by creating districts for residential, business and industrial purposes, the reasons therefor being obvious.

The second objective, namely the prevention of congestion, is obtained by controlling the bulk of structure permissible on land in relation to the width of street. It is self evident that a street of a given width has a maximum capacity for traffic accommodation. It is further evident that the amount of

traffic on any given street (other than on arterial highways) varies as the bulk of structure abutting the street. Therefore in order to prevent congestion of traffic the bulk of structure must be controlled. This is fundamental. Traffic regulations have their place but they are not the ultimate solution of the problem.

Bulk control, being a problem of three dimensions, is most difficult of solution. It can best be solved by a trained specialist. Present day practice attempts a solution by controlling the height of structure and the permissible ground area to be utilized. This method of attack, in addition to controlling the bulk of structure, takes care of the proper admission of light and air, the latter for hygienic purposes. Bulk control is therefore a complicated problem, so much so that much time of the International Town Planning Conference to be held in Paris, France, during the coming summer will be devoted to its discussion.

#### OBJECTIONS

A number of objections to the application of the principles of zoning have been heard. Let us examine them in the light of common sense.

Possibly the most commonly heard criticism is that the liberty of the individual in the use of his property is restricted. Granted that it is, the question then resolves itself into one of justification. Assuming that the generally accepted principle of predominance of the rights of the community over those of the individual is correct it follows that, where there is conflict, the rights of the community must prevail. If this principle is wrong, we are not justified in having ordinary health regulations, nor in fact are justified in having public regulations of any description. The principle is therefore sound and the basis of criticism removed.

Another objection taken is that we are ahead of the times in adopting the general principles. The answer is simple; figures are indicative of facts and facts cannot be refuted. In 1916 one urban municipality in the United States was brought under zoning enactment. In 1922 this had increased to 73, in 1923 to 149, in 1924 to 265, in 1925 to 360, in 1926 to 425 and at present the number is well over 500. My authority is the Department of Commerce, Washington. The figures are self-evident. We are behind the times if we do not fall in line.

A third objection to zoning is that the community is not sufficiently large to consider the application of its principles. Again the answer has been supplied by the United States Department of Commerce. Of the 500 or more municipalities under the zoning enactment in the United States, the population thereof ranges from that of an ordinary village of less than 200 to the largest city. No community is too large or too small to take steps to create or preserve order within its confines.

A fourth argument against zoning restrictions is that they are unnecessary, for the reason that the council can, if it so desires, refuse to grant a permit.

This being a question of power conferred on the council, the answer lies in the municipal statutes. No such general power is therein contained.

One more argument and I shall cease—"The community is already fairly well divided into residential, business and other districts, therefore we may safely

let the future take care of itself." Many a man, to the sorrow of his bereaved family, has made use of a similar argument when deciding that provision for the future was unnecessary. The basis of objection is unsound. Zoning is a form of civic insurance—it is protection and not restriction.

## THE NEW ALBERTA TOWN AND RURAL PLANNING BILL

The new Alberta Town and Rural Planning Bill—which may be an Act before these words are in print—seems to be a legislative response to Premier Brownlee's vigourously-expressed distress, after his European tour, at the debasement of the country-side in all directions by hideous advertising signs and by irresponsible building.

Happy the man who can so translate his indignation into legislative enactment and say—even within the limits of a single province: This vandalism, this wickedness, must come to an end! That is leadership of which any province may be justly proud.

Cyrano de Bergerac, at the point of death, looks back on the "ancient enemies" that had made his life abortive and selects the most powerful of them all for deep-hearted cursing:

Thou, Stupidity!

I know I shall be beaten by thy might....

The Alberta Premier does not see why a beautiful country should be debased and destroyed by the forces of Stupidity, Ugliness and Greed and does not see why either he or the people of Alberta should be beaten by their might. His sincerity and humanity have obviously carried his fellow-legislators along with him and an Act is by way of reaching the statute-books containing the word "Beauty", probably for the first time in the history of Canadian legislation. Mr. Cauchon has been declaring for some time that Beauty is "a dazzling form of energy." In Alberta it seems to have produced a new Act. Three cheers for Alberta!

The Bill is entitled "An Act to Facilitate Town Planning and the Preservation of the Natural Beauties of the Province." For a time it puzzled us, and we have had to scrap some pages of writing. The Bill embodies some features that we have strenuously argued for in these columns over and over again. In British Columbia we saw the wicked devastation of some of the loveliest coast scenery in the world and argued for provincial Town Planning control of the unorganized districts so that this vandalism should be arrested. We have urged again and again that a provincial Town Planning Bureau, in charge of an experienced and competent Town Planning Adviser is indispensable to full and rapid progress in town and rural planning. The Alberta Bill embodies these two desiderata, and it goes even further in that it establishes control over the *design* of buildings, a principle that is only just emerging from world argument as necessary legislation for the future.

But our rejoicing in these new, ambitious and

courageous factors in Canadian planning legislation was tempered by the manifest inadequacy of the Bill as a comprehensive Town Planning Bill. We print the Bill below and all town planners will understand this reaction. One of our confreres remarked: "The Bill is a tragedy!"

We had got the idea that the "Act relating to Town Planning" of 1913 was to be "scrapped." Later news informs us that this is not the case. There is nothing in the text of the Bill announcing the repeal of the former Act. The new Bill is "An Act to Facilitate Town Planning and the Preservation of the Natural Beauties of the Province." It is denied officially that it is an amendment to the Town Planning Act of 1913. It is claimed that it is a new Act which contemplates a phase of town planning and also is extended to other lines of preservation of natural beauty.

So the old Act of 1913 is to stand. That is "cited" as "an Act relating to Town Planning." The new Act is to be "cited" as "The Town Planning and Preservation of Natural Beauty Act." There seem to be possibilities of confusion here. Nevertheless, we decline to believe that the new Act is a tragedy. We have tried to "get" the psychology of the new movement as sympathetically as possible and we certainly admire the courage and motivation of it. A technically imperfect Act with a little natural passion behind it may be much more potent than an "icily regular" Act which chills the blood and confounds the intellect. The British Columbia Act is warmer than anything yet achieved in Canada and it is absolutely coherent, though it would have been better still if it had not slashed out some valuable material suggested by the Vancouver Branch of the Institute. A branch of the Institute at Edmonton would probably have argued that the Alberta Act of 1913 could have been amended by incorporating the new elements included in the new Act, namely the provision of a Town Planning Bureau and the control of rural development and especially the building amenities of the provincial highways. A provincial Town Planning Adviser would have explained that the preservation of natural beauty was connoted in the term Town Planning and that this addition to a Town Planning Act was tautological.

The lesson of Alberta town planning experience seems to us clear. Some very intelligent citizens of Alberta "put through" a Town Planning Act in 1913 but forgot to urge that a provincial Town Planning Bureau should be created in charge of a competent

Town Planning Adviser to make the Act intelligible and workable. This was not done and the Act remained a dead letter for fifteen years. There was probably nobody in official circles who knew anything about the subject. Interest in the movement was not stimulated. The voluntary workers became discouraged.

With the recent revival of town planning interest and the special interest of the Premier the tendency has been to blame the Act. There was no provincial Town Planning Adviser to bring the Act into the light of experience and show its possibilities and potentialities. The Premier saw some things very clearly, first the absolute need of a Town Planning executive, and, second, the need of preserving the countryside from devastating ugliness. These two essentials have been put into a new Act to "facilitate" town and rural planning—the powers of which are already on the statute book, but rusty with neglect. Given the appointment of a really competent Town Planning Board, with a Town Planning Adviser who knows something about the subject and will not require about five years to learn the first principles, and the Act of 1913 may be rejuvenated or revised according to need. And given the authoritative impulse supplied by the Premier to save the beautiful countryside from thoughtless destruction Alberta may take the lead in Canada in caring for outlying and unorganized districts—which is one of the most crying needs of the Dominion. In the Ottawa region one may travel twenty miles in all directions without finding right of access to beautiful river sides except by permission of some shack-owner or lot-speculator. The Federal District Commission is improving this situation to some extent, but country planning to give recreational access to rivers and mountains is still scarcely yet conceived and old-time rights of access are being restricted in all directions.

We feel sure that the Alberta movement, if placed in charge of competent Executive, will work out all right and that probably in the near future the two Acts will be consolidated into one, properly revised and brought up to date.

The Act is short enough to reproduce here in full, and since its intention seems to us of the greatest importance we desire to give it all possible publicity.

An Act to Facilitate Town Planning and the Preservation of the Natural Beauties of the Province.

(Assented to , 1928.)

HIS MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of Alberta, enacts as follows:

1. This Act may be cited as "The Town Planning and Preservation of Natural Beauty Act."

2. In this Act, unless the context otherwise requires—

(a) "Board" means the Town and Rural Planning Advisory Board appointed pursuant to this Act;

- (b) "Local authority" means the council of any city or town;
- (c) "Minister" means the Minister of Public Works;
- (d) "Rural authority" means the council of any village or any municipal district in respect of the land included in each, and with respect to land in an improvement district, the Minister of Municipal affairs.

3.—(1) The Lieutenant Governor in Council may appoint a Board consisting of three or more members, one of whom may be paid such salary as may be from time to time determined and the remainder shall be unpaid.

(2) The said Board shall be known as the "Town and Rural Planning Advisory Board."

4. It shall be the duty of the Board—

- (a) to co-operate with any local authority in formulating and carrying into effect any town planning scheme;
- (b) to confer with and advise the Minister at his request as to any regulations made or hereafter to be made respecting plans of subdivision pursuant to *The Public Works Department Act* and any matter incidental thereto;
- (c) to assist and advise any rural authority in devising ways and means of preserving the natural beauty of the locality and of ensuring that new buildings and erections therein shall be so designed and located that the same shall not mar the amenities of the locality;
- (d) to promote in any community a pride in the amenities of its neighbourhood;
- (e) to collect and collate information as to town planning schemes.

5. The Board shall have the power with the approval of the Lieutenant Governor in Council to make regulations with respect to any land which is not included in any city, town or village, and which is contiguous with any main highway—

- (a) declaring any highway or part of a highway to be a highway to which this Act applies, and establishing a building line on each side thereof;
- (b) as to the design, location and construction of any building located on any highway, or part of a highway to which this Act applies, not being within a town or village, which is or is intended to be used as a gasoline filling station, a garage, an automobile filling station, or for the purpose of supplying travellers refreshment;
- (c) as to the site of any tourist camp and the laying out and the equipment thereof;
- (d) prohibiting or regulating the erection of signs and sign-boards and the pasting or painting of signs or notices and the

- exposing of any advertising device upon or within one-quarter of a mile from any public highway outside the corporate limits of any city, town or village;
- (e) for licensing and fixing the fees for licenses to be granted to any person for erecting any such sign or sign-board or pasting or painting any such sign or notice or exposing any such advertising device on any public highway or within one-quarter of a mile thereof;
- (f) as to the care, maintenance, management and control of any land acquired for park or other purposes pursuant to this Act.

6. Every regulation made pursuant to the last preceding section shall be published in the *The Alberta Gazette* and shall upon publication be in full force and effect.

7. No person shall erect any building or erection of any kind, other than fencing, upon any land contiguous to a highway, to which this Act applies, any part of which land is nearer to the highway than the building line established under this Act, unless the plans, designs and specifications thereof shall have been previously submitted to and been approved by the Board.

8. The Board may notify the owner or occupier of any land upon which any structure has been erected in contravention of the provisions of this Act or any regulation made thereunder by causing to be affixed upon the said structure a notice in writing signed by a member of the Board, and directing the removal of the structure; and if the said structure is not wholly removed from the land between the highway and the building line within seven days from the date of the affixing of such notice the owner and the occupant of the said structure and the site thereof, shall each be guilty of an offence, and shall be liable on summary conviction to a penalty of not more than \$25.00 for each day during which default is made in removing the said structure.

9. No person shall operate any premises as a public garage or gasoline filling station on any land between the building line and a highway, or part of a highway to which this Act applies, unless he is in possession of a valid license issued pursuant to this Act.

10.—(1) The Minister may in his discretion grant a license for the operation of a public garage or gasoline filling station as aforesaid, upon—

- (a) receipt of an application in writing in such form as the Minister may prescribe containing amongst other things a description of the premises upon which the applicant intends to carry on business; and
- (b) the payment of a fee of five dollars.

(2) Every such license shall expire on the thirty-first day of December, following the date of its issue.

11. The Minister may make regulations not inconsistent with this Act providing for the form and issuing of licenses.

12. In the event of any person who is the holder of a license being convicted of any offence under this Act, the Minister may in his discretion suspend or cancel his license, and such suspension or cancellation shall become effective seven days after the date of issue of *The Alberta Gazette* containing a notice thereof.

13. No person shall sell to any person operating a public garage or a gasoline filling station who is required to be licensed pursuant to this Act, and who is not at the time of sale the holder of a valid license, any gasoline for the purpose of reselling the same by retail.

14. Any person who contravenes any regulations made pursuant to this Act or any provision of this Act for which no other penalty is specially provided, or destroys or defaces any sign, sign-board, notice or advertising device lawfully authorized under this Act, or any sign, sign-board or notice, the property of His Majesty, shall be guilty of an offence and liable upon summary conviction to a fine of not less than five dollars and not more than one hundred dollars; and in addition may be ordered to pay the value of any property injured or destroyed and in default of payment to imprisonment for a period not exceeding one month, unless the fine and any amount ordered to be paid as aforesaid, and costs, are sooner paid.

15. The Board may with the approval of the Lieutenant Governor in Council acquire by private treaty land for provincial park purposes, and for the purpose of preserving places of natural beauty or historic interest.

16. If for any reason it is not feasible to acquire title to any land which the Board with the approval of the Lieutenant Governor in Council has decided to acquire, the Lieutenant Governor in Council may order that such land may be acquired by compulsory means, and thereupon the Board shall have the same powers of expropriation as are given to the Minister of Public Works by *The Public Works Act* in respect of the expropriation of land for a public work; and all the provisions in *The Public Works Act* relating thereto shall apply *mutatis mutandis* to any land compulsorily acquired pursuant to the provisions of this Act.

17. The Lieutenant Governor in Council may raise by way of loan any sum or sums required for the purpose of acquiring any property pursuant to this Act: provided that the total sum so raised in any year does not exceed ..... dollars.

18. *The Public Highways Act*, being chapter 45 of the Revised Statutes of Alberta, 1922, is amended by striking out section 27a thereof.

19. This Act shall come into force upon proclamation of the Lieutenant Governor in Council.

#### ARCHITECTURAL CONTROL

The demand for control of land and building development for aesthetic reasons—which means all those agreeable responses of feeling to what is orderly, healthful and beautiful, is a reaction to that vile product of the industrial revolution which acted and thought as though agreeable and healthy living and the stimulating pleasure in beautiful things and scenes did not matter so long as business was moving. There followed the black country of England and the infamous slum conditions of nearly every large town and city in the world. The most dramatic reaction to these conditions has been the English garden cities where such conditions can never arise—because scientific and humanistic control has been so educative and efficient that nobody is allowed to create them. The traditional uses of land have been so appallingly anti-social that the community took final control of them for all time.

#### AN EDUCATIONAL AUTHORITY

The Alberta government, with a convinced town planning premier behind them, realize that the abrupt enforcement of new ordinances, which seem reasonable to them and fraught with immense benefit to the province, may lead to conflict in those smaller towns and villages, governed it may be by officials who have had no training in social philosophy, unless these ordinances are interpreted and explained.

For this reason they are creating a provincial town planning board, which will be something more than a cold legal authority; which will have its permanent town planning adviser, who will see where wrong development is proceeding and take means to put an end to it; who will see where natural beauty is worth preserving and not leave it at the mercy of thoughtless vandals; who will promote initiative and supply guidance where rural and town planning movement is needed; who will, in short, organize the province for

town planning ends and serve as an educational force for the persuasion of men who have no information on town and rural planning matters.

This is the kind of work that Mr. Stewart Young, Town Planning Director for the province of Saskatchewan, is doing for the province of Saskatchewan, and it is the kind of work that is needed in every province in Canada, if town planning is to be anything more than a dead letter on the statute books—as it is in some provinces where no provision is made for an educational organization and leader to interpret the Act and make it workable.

#### THE EMPHASIS ON BEAUTY

In the Alberta Bill and the Quebec Act, the insertion, in the one case, of the words "Preservation of Natural Beauty" and the other case "Conservation" in the description of the enactments is doubtless indicative of the conviction of the framers or amenders of those enactments that the time has come to arrest the irresponsible destruction of natural beauty by ill-considered industrial development, by the shack-town development proceeding everywhere outside the city limits of the more or less organized town or city and of the degradation of expensive highways by hideous advertisements and refreshment boxes.

Logically, of course, these additions are not necessary, since the connotation of town planning covers such preservation and conservation, and the additions are therefore tautological and not philosophical and are in some sense a return to the imperfect concept of the "city beautiful" as the whole meaning of town planning. They may serve their purpose, however, if they carry a wider agreement towards town planning activity, by utilizing a popular sentiment, but they will be very mischievous if they tend to cloud the economic bases of the town planning movement. Town planning is defined as "The scientific and orderly disposition of land and buildings in use and development with a view to obviating congestion and securing economic and social efficiency, health and well-being in urban and rural communities," and this includes the preservation and conservation of natural beauty.

## NORTH VANCOUVER PASSES ZONING BYLAW

There was a time—perhaps twelve years ago—when the civic officials of North Vancouver, the satellite town of Vancouver, situate across the two miles of Burrard Inlet, near where Captain George Vancouver parleyed with the Indians about one hundred and thirty years ago (and did not shoot them down) and at the base of a group of mountains on one of the loveliest townsites in the world, were quite confident that their people would not "stand for" a building line which would restrain inconsiderate and selfish builders from jamming their structures up to the sidewalk and thus pocketing and devaluating

other dwellings whose owners had paid for light, air and vista and thus, also, destroying the architectural amenities of the street.

On December 27 the city council of North Vancouver passed an interim zoning bylaw which establishes such a building line in residential districts, as a matter of simple equity to which no reasonable man will be expected to object, and it goes much further in the direction of "scientific and orderly disposition of land and buildings in use and development with a view to obviating congestion and securing economic and social efficiency, health and well-

being in urban and rural communities."

As the interesting and comprehensive preamble to the bylaw will show:

A bylaw to regulate and restrict and limit, in the interest of the public health, safety, convenience, comfort, prosperity and general welfare, the uses and the locations of buildings and other structures and of premises to be used for trade, industry, residence, or other specified uses; the height, bulk and location of buildings and other structures hereafter erected or altered, including the percentage of lot occupancy, set-back building lines, and the area of yards, courts and other open spaces; and for such purpose to divide the City of North Vancouver into zones or districts or areas of such number, shape and area as are deemed best to carry out the said purposes; and to provide a method of administration and to prescribe penalties for the violation of the within provisions.

Whereas, it is advisable and expedient to make regulations and to designate zones or districts or areas within the City of North Vancouver, pursuant to the provisions of the "Town Planning Act."

Therefore, the Mayor and Council of the Corporation of the City of North Vancouver, in open meeting assembled, enact as follows:

Section 1: This By-law may be cited as the City of North Vancouver "Interim Zoning By-law, 1927."

Section 2: The provisions of this By-law shall apply to the area within the limits of the said City of North Vancouver.

#### *Districts or Areas*

Section 3: (1) For the purposes of this By-law, the said City of North Vanecuver is hereby divided into six classes or districts as follows:

- Residence "A" districts or areas;
- Residence "B" districts or areas;
- Residence "C" districts or areas;
- Business "A" districts or areas (local shopping and business);
- Business "B" districts or areas (buildings of warehouse class);
- Unrestricted districts or areas (industrial, etc.).

(2) The Boundaries of these districts or areas are hereby established, as shown on the Building Zone Map which accompanies, and is hereby made an integral part of this By-law, such map being marked as Schedule "A" to this By-law; and the said districts or areas designated, delineated, and shown upon said Building Zone Map are hereby declared to be the exact districts or areas referred to in the various provisions of this By-law; and the various boundaries of such respective districts or areas shown, disclosed and desig-

nated on such Building Zone Map are the districts or areas corresponding to the reference to such districts or areas in the provisions of this By-law; and the said map and the provisions of this By-law shall be interpreted accordingly.

The "set-back building lines," which still seem to many Rip Van Winkles in rural councils violently revolutionary are enacted as follows:

Every building hereafter erected in any restricted districts or areas shall be set back from the street lot line not less than as follows:

- (a) Set back in Residence "A" districts or areas, 30 feet;
- (b) Set back in Residence "B" districts or areas, 25 feet;
- (c) Set back in Residence "C" districts or areas, 20 feet;
- (d) Set back for single family dwellings and semi-detached family dwellings, if erected in Business "A" and "B" districts or areas, 25 feet.

The By-law represents an amount of work and study—much of it we suspect of a voluntary character—on the part of a group of citizens of fine intelligence and local patriotism who wish to redeem, as far as possible, some of the lamentable mistakes in the early planning of that wonderful town-site and plan the unspoiled areas with some regard to community welfare, both social and industrial, and some regard to the magnificent opportunity given by natural endowment for building at the foot of those glorious mountains a satellite city of enduring attraction, efficiency and beauty. There can scarcely be a citizen of North Vancouver at this date who does not realize the appalling mistake of allowing a clattering industry to monopolize the front door of North Vancouver—when it could just as well have been placed in an industrial area—and of allowing the waterfront to be botched by all kinds of jumble building.

The men who have drawn up this bylaw may be the saviours of North Vancouver if they can educate the city council—as they appear to be doing—to give them a reasonable chance and can touch the imagination of the people to realize the importance of their work. In point of detail no one can criticise a zoning bylaw who is not on the spot. What we see is the sociological intention of the framers of the by-law; the orderly and philosophical character of its development, and the enormous effect for good on that favoured site if the law becomes the beginning of a new era of scientific development for North Vancouver—as it should.

The bylaw is described as an "Interim Bylaw," which we take to mean that it is the first ordered attempt to forecast a better form of development for North Vancouver, leaving to time and experience a more considered scheme. We have seen suggestions that for further work the employment of a professional firm of town planners will be necessary, since

town planning cannot be effectively done as a spare-time job by anybody—certainly not in all its reaches. Doubtless the interim zoning bylaw will prove the necessity of a comprehensive plan, of which zoning is but one part, and properly considered should be the last part to be undertaken. American towns have begun with zoning—which is not the British way—but in the most enlightened quarters their town planning groups are pressing everywhere for a comprehensive plan. No city can be wise in attempting this further project without making provision for the employment of a professional firm of extended experience. Apparent economy in this matter may be the costliest folly.

What we see at present, however, is the first fruit of the work of a group of men who have become students of the town planning problem and have given liberally and generously of their skill and knowledge for the benefit of their community. Some imagination and some detachments from consideration of the real estate value of their own particular lot are required of the citizens to estimate the importance of the work that has already been done by the North Vancouver town planning group. Doubtless this

group will be the first to agree that it is only a beginning and will welcome the authorization by the city council of a comprehensive plan for North Vancouver and will be the first to promote any regional scheme that will have for its purpose the planning of the whole North Shore region from a regional point of view.

As we have said before, in other connections, we very much approve of a preamble to any town planning Act that sets forth on the first page the rationale of the matter, so that any reader can understand what it is all about. This is very crisply done in the North Vancouver bylaw. It is surely better than beginning with a wearying list of definitions of terms—which might very well be relegated to an appendix as the least interesting part of the document and clearly intended mainly for reference in case of difficulty. Perhaps sometime, too, an index will be attempted, as another supplement, so that the reader can find instantly the part of the bylaw in which he may be specially interested. Town planning history is paved with abandoned attempts to understand in reasonable time the meaning and purpose of town planning legal documents.

## THE WINNIPEG SITUATION

The Winnipeg situation, while full of promise, seems to be complicated by the aldermanic idea that town planning can be done by a sub-committee of the City Council in their spare time. This is a delusion. At this distance it seems to us that the first practical step is to appoint a Town Planning Commission of men and women who have made some study of the question, with Mr. W. Sanford Evans as Chairman and some representation of the city council. Mr. Sanford Evans was Chairman of the former Town Planning Association and a member of the Georgian Bay Canal Commission and would make an ideal Chairman. Dr. Tory recently pointed out that we have scarcely yet begun to make use of the brain-power of our own men. Some opportunity might be given to a man of Mr. Sanford Evans' quality to redeem some of the effort and energy he has already spent in a fruitless effort in the past to get town planning under way in the Winnipeg region.

It seems to us that the first general meeting of the Winnipeg Branch of the Town Planning Institute diagnosed the situation and pointed out the obvious and only sensible method of present procedure.

We quote the report of the *Winnipeg Tribune*.

The first general meeting of the newly-organized Greater Winnipeg branch of the Town Planning Institute of Canada was held Monday evening. The draft by-laws were approved, and officers elected as follows: President, R. F. McWilliams, K.C.; secretary, Henry Stainton; council members, Prof. A. A. Stoughton, Col. J. Y. Reid, W. Sanford Evans, M.L.A., H. A. Bayne and R. Hooper.

After considerable discussion, the following resolution was adopted unanimously:

"The Town Planning Institute of Canada, Greater Winnipeg branch, respectfully offers to the city its deliberate opinion that the way in which the physical development of this city may be best directed and every detailed project best studied is by means of a commission, composed of members of the city council and of its citizens selected for their special fitness for this work who would thus be able to give careful unbiased study to the elaboration of a comprehensive street plan and to separate parts of it as they arose.

"The function of this commission would be to give technical advice to the city council on all matters affecting the street plan. The initiation and financing of any improvement would rest entirely, as at present, in the hands of the city council.

"City planning is a highly technical science and art, requiring the best expert talent. A very large number of cities which do not have qualified city planning engineers on their staffs provide for the direction of the growth and improvement of the city by such a commission, and this method has proved to be highly satisfactory.

"In harmony with this opinion, the following resolution was passed unanimously at a meeting of the Town Planning Institute of Canada, Greater Winnipeg branch, held January 30:

"Resolved—That the city council be respect-

fully urged to create a city planning commission, to act in an advisory capacity in regard to all matters connected with the city plan of Winnipeg, and that this institute proffer its services to the city council as to any question connected with city planning."

This, at any rate, would be a practical beginning, and if it should be discovered later, as it probably would be, that the functions of a Town Planning Commission and of the distinctly technical organization of expert planners such as would be needed to develop a Regional Plan for Greater Winnipeg would need to be kept separate both in thinking and acting, it would then be the duty and responsibility of the Town Planning Commission to recommend to the city council the appointment of suitable consultants. This is not to say that there are not competent consultants on the ground, but experience seems to point out that technical town planning is not a part-time job and that any man or firm undertaking it should be occupied with that particular work as a full-time job. It does not follow that a consultant should always be on the ground, but it does mean that he should have direction of the work that is going on and control of the local technical services which are often of the utmost value.

Meanwhile there seems to have been a mighty discussion in the city council concerning the reckless proposal of a city alderman that the \$3,000 should be appropriated to finance a new draftsman for the newly elected city council town planning committee as technical assistant! and an aldermanic scare lest "outsiders"—meaning, presumably the citizens with town planning knowledge and tech-

nical education who have for about a decade been giving their time and energy to get town planning under way in Winnipeg should have any "say" in the matter.

The journalism of Winnipeg is just now trying to give sympathetic encouragement to the feeblest effort of the city council in the direction of town planning, but it would do the best service by sticking to its convictions that no progress can be made until the council sheds this obsolete and childish idea that the town planning of Winnipeg can be done by a committee of non-expert alderman in their spare time. The editorial writers see perfectly well that the procedure should be the appointment of a Town Planning Commission of men who know something about the subject, with some members of the city council on the Commission, and that the main work of this Commission would be the selection of experts to develop the plan.

Surely the council should be content with the power of veto on all expenditure and with the final "say" in practically every step that is taken.

We are very much afraid that our phrase "while full of promise" will not pass the censorship of the Winnipeg town planners unless a more reasonable and up-to-date policy is adopted by the city council of Winnipeg. Its present policy has been abandoned in every town where town planning is making some headway. The first town planning lesson learned by the Vancouver city council was how to make use of the splendid service of its local branch of the Town Planning Institute and that lesson has placed their town planning movement at the head of Canadian planning.

## TOWN PLANNING MANIFESTO FROM QUEBEC

A combined and very effective method to bring town planning philosophy into public thinking in the province of Quebec has resulted in the issue of a special bilingual town planning number of *La Revue Municipale*. The publishing company of *La Revue Municipale*, for whom Mr. Jules Prieur is director, agreed to issue a number of their journal entirely devoted to the exposition of town planning principles and the assembly of related data with special reference to Montreal and the province of Quebec. An Editorial Board, composed of Messrs Percy E. Nobbs, Olivar Asselin, Victor Barbeau and Frederick Wright, appointed by the Town Planning Committee of the Montreal City Improvement League, undertook to assemble the material and edit the number. The result of this effort towards peaceful penetration of the town planning idea is a brochure of 150 pages containing what we have called a "manifesto" of town planning thinking in Quebec. Excellent arrangements have been made for the circulation of the issue among the officials of the towns and cities who have the rather terrible power of killing off such fine

advances in public-spirited endeavour towards the better buildings of towns and cities as the Montreal City Improvement League are making or opening a way for the scientific expression of the town planning idea.

In an appreciative introduction to the issue Dr. Milton L. Hersey, President of the Montreal City Improvement League, establishes the serious and public-spirited purpose of the "seventy-one men and women" who form the Committee on Town Planning. On the inside cover of the brochure are set forth the names of these seventy-one men and women. Probably there was no thought of dramatic gesture in the business-like assembly of these names. Yet if the vigorous adoption of town planning in the province of Quebec depends upon the arrival and expression of Public Opinion—and that educated Public Opinion—the assembly of these names of so many men and women distinguished in the public life of the great City of Montreal now committed to voluntary service in a great public cause should be dramatic and convincing evidence for the provincial and civic auth-

orities of the province of Quebec that the time has really arrived when town planning should be given an intelligent welcome in that historic and important province.

Dr. Hersey writes:

Bearing in mind as I do the long continuous fight that the League has made, through its Committee on Town Planning, and especially during the last two years, to rouse public opinion in favor of Town Planning as the solution of many of the ills of Montreal, it would indeed be very discouraging if such efforts did not materialize; but I am confident that Town Planning is at last coming into its own, for today the necessity for a comprehensive plan for Greater Montreal is generally recognized. This in itself is very gratifying evidence of the splendid endeavors of the seventy-one men and women who form the Committee on Town Planning, and this brochure is undoubtedly another step forward to the achievement of their ambition—a better and more beautiful Montreal.

A foreword by the late Mayor shows that Mr. Martin's long study of Montreal's civic problems has convinced him that "the preparation of a comprehensive plan has become an actual necessity," both from the aesthetic point of view and in view of the economic saving that must accompany a properly developed plan. Mr. Martin points out that the lesson of the past "expropriations onerous" is to avoid such burdensome expropriations in the future by planning unbuilt areas with intelligent foresight on the needs of the future.

What then stands in the way of an immediate preparation of a comprehensive plan for the City of Montreal? We do not pretend to know. A business organization studies its needs and as soon as those needs become manifest supplies them without waste of time and it simply cannot afford to talk about them year after year. Unless some practical steps are taken by Montreal—such as Vancouver has taken—to inaugurate a planning scheme those seventy-one members of the Committee on Town Planning will retire from what will seem to be a hopeless quest—as others have done before, and their splendid service will be wasted. The signs of discouragement are already manifest.

The Committee state that unless their work and study find some response in enabling legislation further effort along the same lines will be hardly worth while. They have drawn into a fine fellowship French and English-speaking students and advocates of the town planning cause. In a foreword to *La Revue Municipale* special number they make clear the present crisis:

The intensive activities of the City Improvement League's Committee on Town Planning and its various sub-committees, extended over a period of three years, have now reached a point where study and deliberation must ere long be translated into political action in other hands, if there is to be further progress.

Such a voluntary body as this Committee may possibly continue to find a sphere of advisory

alertness and usefulness alongside of executive and administrative machinery which has yet to be forged.

The Committee cherishes no illusions that the vast problems of Montreal's development can be satisfactorily solved without some measure of assistance in the way of enabling legislation for which public opinion is now ripe and the occasion, if anything, over-ripe.

Of late the Committee has given much attention to the nature and limitations of existing legislation and to the question of the adequacy of existing administrative machinery and powers with respect to the problems both of planning and replanning. It finds itself forced to the conclusion that while many valuable and important principles in this connection are established in our municipal law, there are certain gaps and inconsistencies in our jurisprudence which require remedial amendment. It also feels that on the more delicate problem of administrative organization something still remains to be done in the creation of an authority competent to guide and control aright the development of so vast an organism as that of Montreal with its satellite cities, its suburban areas and its dependent regional district.

In this special number of *La Revue Municipale* are therefore several studies of the legal aspects of town planning in Montreal and throughout the province of Quebec. M. Honore Parent, of the Law Department of the City and Miss Dorothy A. Heneker, LL.B., set forth the present town planning powers under the laws of the province of Quebec and Mr. Percy E. Nobbs indicates what legislative changes are necessary to give immediate and ample town planning powers both to Montreal and every growing community in the province of Quebec.

#### ZONING THE CHICKENS

Nobody wishes to depress or suppress the chicken industry. The food product is so good and the work so arduous, and the "returns" for the chicken man so uncertain and tenuous that the chicken man in any decent industrial Utopia would be easily classified as a First Citizen. Even now all those who have passed through the chicken fever would vote the chicken man a larger slice of the profits of the industry than he gets, if they had any "say" in the matter and did not have to pay more for their breakfast eggs.

But his accessories involve wire fences, more or less ramshackle buildings, squawking, cackling and crowing stock, which do not make him a desirable settler in any "A Class Residential" zoning scheme and clearly classify him in some commercial zone, if his operations are conducted on a commercial scale.

The North Vancouver Zoning bylaw has already been submitted to a test of this kind. An applicant wished to erect a large chicken house for the purpose of keeping poultry on a commercial scale on property zoned as "B-Class Residential." Adjoining residents and property owners quite properly objected and claimed the protection of the zoning law. Twelve months ago there would have been no protection of the kind, and, as a matter of fact, Chinese poultry men have been so using residential property in North Vancouver for many years and have thus been devaluating other people's property.

Hence the Zoning bylaw and hence its justification.

## The Progress of Town Planning in Vancouver and Point Grey

By Horace L. Seymour, C. E.

Resident Engineer for Harland Bartholomew and Associates, Consultants for Vancouver Plan.

(Continued from December issue)

As to height:—

"A public or semi-public building, hospital or sanitarium or school may be erected in any district to a height not exceeding seventy-five feet if yards are provided on all sides of the building, each yard having a width of one foot for every foot such building exceeds the height limit of the district in which it is situate, such yards to be in addition to any yards hereinbefore required."

### VANCOUVER

In the City of Vancouver good progress has been made in the Plan and it is expected that it will be completed by the end of the year 1928, considerably ahead of the original programme.

A Major Street Plan has been prepared and the Major Street Report approved by the Major Street Committee and the Town Planning Commission as a whole and forwarded to the City Council. Building lines to facilitate widenings suggested therein are urged to be made a part of the Zoning By-law in course of preparation.

Largely to prevent the intrusion of apartment houses in residential areas an Interim Zoning By-law was passed several months ago providing for but three districts, two-family districts, apartment districts, and unrestricted districts. In the first two mentioned districts the size of yards was regulated but no provisions were made for restricting the height. In the unrestricted districts no regulations of any kind were prescribed. Now regulations in regard to Use, Height and Area have been carefully prepared for the entire city. Districts heretofore unrestricted will be divided in general into Commercial, Light and Heavy Industrial.

A voluminous preliminary report on Railways and Harbour has also been prepared and has been forwarded to the various Railway and Harbour officials and others interested for their consideration.

A preliminary study of the Civic Centre has been made and there are still expected comprehensive reports on matters under the general headings of Civic Art, Public Recreation and of Transit, which last deals with the routing of street cars and busses.

In the studies that have been made some attention has been given to replotting of areas, such as found in Hastings Townsite, which were originally subdivided without regard to the difficult topography. In this connection amended legislation has been passed that will make possible such replotting without the consent of all owners. The legislation was based on a special Act obtained by Point Grey under which they have successfully replotted 160 acres.

Too much credit to the members of the Town Planning Commission cannot be given. Special committees of about three each were formed to cover the various phases of the work and these committees have been and are functioning very satisfactorily, usually meeting about once a week.

Plans have been passed for amalgamation of the three municipalities of Vancouver, Point Grey and South Vancouver. That the Point Grey Council values their Zoning By-law is shown by their expressed desire that a term of Union should provide for its retention.

Also in considering the Major Street Plan for Greater Vancouver a joint committee was formed, composed of members of the Major Street Committees of both the Vancouver and Point Grey Commissions, a member from Point Grey acting as secretary with the Chairman from the Vancouver Committee.

The benefit of such co-operation has been very apparent and would seem possibly to point at some future date to the formation of a Commission that would be representative of and would embrace all that area that is included under the term "Greater Vancouver."

### WELWYN GARDEN CITY REVISITED

By Hamlet Philpot, M.A.

My first visit to Welwyn—or rather to the site of Welwyn to be—was in 1921, when England was for once dry, by which I mean dusty, and down-hearted. It was just a commonplace tract of agricultural land, marred by unmade roads and weedgrown spaces no longer ploughed or pastured. In the total area of four square miles the only houses were a few left-overs from an absorbed village, a dozen built by the *Daily Mail* as samples of domestic architecture, and an undivided row of houses just completed by Welwyn, Ltd., whose simple, well-proportioned, harmonious design, set off by gardens in embryo fore and aft, hinted at taste and intelligence in the Executive. Inhabitants numbered 300 at most; there were no public buildings apart from the shanty still occupied by the Estate Offices. The plan of the Garden City might have been guessed at from an airplane, but was not discernible nor evident except on an office map.

In September last I took my 60-cent round-trip ticket at the Grand Central and after a run of 21 miles by one of the 38 daily trains through a rolling country, green to perfection after the wet summer,

reached the new red-bricked station of the Satellite Town.

What a change in six years! 6000 population, public and private schools, 4 churches, 2000 houses, not one of which we would wish a purging fire to devour, and withal having none of that monotony so often the bane of "model" towns laid out on the rectangular lines which nature abhors. Variety in unity is the keynote; Georgian, Tudor, Queen Anne, or what can best be defined as English Cottage styles are all there, but in groups and not thrown about anyhow like dice from a dice-box. A specially attractive set of homes, for example, is the cul-de-sac of twelve known as "The Orchard," designed by architects with the aesthetic sense, built continuously on three sides of a rectangle, facing on a common lawn shaded with fruit trees, and backing each on its private garden. Welwyn boys, it seems, are civilized, like Swiss or French, and keep hands off private or public apple and pear. These solid, well-thought-out homes, planned to give the minimum of household efforts, may serve to give an idea of the cost of desirable shelter in one of the choicest spots.

A house here with living-room (17' by 11'), dining-room, 3 bedrooms, bath, kitchen, larder etc, with open fires, gas, and electricity, costs 6,000 dollars (1225 £). Cash payment may be made in a lump sum, but all that need be paid down is £ 195. The borrower has 20 years to repay principal with interest, which together amount to £ 90 a year. To this add taxes of £13, and a charge of £2 for upkeep of the centre lawn. Electric light costs £12 a year plus 8 cents a unit up to 50 units, and beyond that 2 cents. Water costs \$6.50. A family of, say, four can therefore have a home, beautiful, soundly built, and truly loveable at what is a monthly rental of about 45 dollars, and at the end of 20 years take full possession for his heirs and assigns for 979 years. And there are many excellent brick cottages costing not more than \$3,500.

And here let us point out the sociological safeguard which is perhaps the corner stone of Welwyn. The Welwyn system of 999 years leases is essentially a freehold, but as the Community is actually the freeholder, the lessee has lasting protection against whatsoever might impair the charm and value of his home. Nor is he deprived of the unearned increment so dear to all but the theorising communist, for the ground-rent once agreed on by the first purchaser with Welwyn Limited continues to increase in value as the city becomes more and more attractive. Ground rents created two years ago have in many cases already doubled in value.

And what has Welwyn already given to the people who now live there and who are coming faster and faster? It has laid out miles of scientifically contoured roads, for which no charge has ever been made to the householder; a mile of public gardens, to say nothing of a big-timbered tract of woodland nursed for perpetuity; a golf course, cricket and football field, tennis courts, a cinema, a large theatre, and a

spacious Boys' and Girls' Club. There are also a City Bakery, a City Laundry, Dairy and Poultry Farm; Library and Reading Rooms; halls available for dancing and other social pleasures, District Nurses and Infant Clinic under a Health Council; an Electric Supply Company, and a complete drainage system with which all buildings are connected and Welwyn has now been chosen as the home of the British film industry.

Special notice should be taken of Welwyn stores Ltd., which has 30 departments providing a complete shopping service at trustworthy rates, avoiding waste of time and temper and energy by buyers, and the harrowing competition among the retailers albeit disguised by their alluring smiles. From this source too the services of plumber, carpenter, and general help in time of need can be had and the newcomer finds his house aired and fires lighted on arrival.

The industrial area of Welwyn is separated from the residential by the railway; the Shredded Wheat Factory and others already established exemplify best modern regard for the health of the employee and prove that factories are not necessarily ugly. The Brick Yard and the Brick Factory, which have the last word in scientific machinery, are nicely tucked away and can be masked by community planting.

And how have all these community benefits been financed? From a business point of view Welwyn is a Joint Stock Company, whose shares were at first taken up by men and women who had faith and vision and knew their Ebenezer Howard canonizable as the Patron Saint of all true Garden Cities. Though none of the interest, limited by the way to 7%, has yet been paid, but has been transmuted into dividends better than cash, the financial success of the enterprise is assured, for the Directors, rather than go out of the way to raise more capital, adopted the wise and necessary policy of re-investing the income from ground rents and utilities in permanent improvements which will ensure a manifold income when the city grows to 30,000 or more. The profit and loss account already shows an amount equivalent to about 80% of the accrued dividend and that in spite of immense difficulties arising not only from the scepticism with which commercial people view an innovation, but also from the medley of local and departmental bodies that clog the wheels of scientific rural planning in crowded England. Even the railways have only within the last two years had their eyes opened and provided a railway station worthy of Welwyn and its future.

This outline of the evolution of a satellite city may set some of us wondering whether such a community enterprise could not be worked out in Canada and prompt some who dislike the confusion and ugliness which hem in and deface a decent city and who have the means or influence among those who have, to be pioneers in a genuine civilising movement. Local colour and other details have been left out of what is said above and nothing has been described which could not be remade in Canada, yes, and more easily developed owing to our Canadian pace-making in all

that concerns new ideas in lighting, power, and such material things.

Similar schemes would be less handicapped by overlapping authorities and might be made more telling than in England, which is supposedly lacking in initiative and certainly not discontented enough with present living conditions. In Canada there are large tracts of land to be had near most of our seven or eight big cities. Why should not a few farsighted men or women grasp the idea of improving on the Welwyn and Letchworth models?

Apart from the sociological value of such a community, it would be an attractive asset to any province. Why should not one of the two great railways not only build fine hotels and lay out resorts for sportsmen and golfers, but imprint on the map of Canada satellite towns, scientifically and artistically planned, where the city worker can live modestly in health, comfort and happiness?

### NEW TOWNS FOR OLD

Mr. John Nolen's new book "New Towns for Old" sets forth with much persuasiveness "the achievements in civic improvement in some American small towns and neighborhoods." With much persuasiveness because the intangible values "that cannot be appraised in terms of money" but which mean much to human well-being are always in the foreground of his thinking. Probably no town planner in the American field sees more clearly the need of a social philosophy as the necessary atmosphere for successful technical town planning and no man has more confidence in the eventual triumph of the town planning philosophy. "It now looks," he says "as if the industrial future would lie with the city or town of moderate size—of about fifty thousand inhabitants, or perhaps thirty thousand as an average—rather than with the huge, million-peopled aggregations that modernity has produced. A few gigantic cities have doubtless been necessary. It is quite possible that other and more flexible conditions of organization and transportation will change the present tendency towards concentration. The garden city and garden suburb movements in Great Britain have been significant indications, as was also the remarkable attention paid to the planning of minor industrial centres in Germany before the World War—doubtless already resumed as an element of the new day of a German democracy.

"American emphasis, also, seems to be placed more and more on the desirability of smaller cities. A most significant testimony to this tendency is the recent manifestation of Mr. Henry Ford's business sagacity, in his declared intention to diffuse his activities throughout the country by encouraging the development of minor industrial communities at favorable points, locating branch establishments there and promoting their attractions as dwelling-places for workers, and by financial municipal and other improvements to make them suitable centres of production."

The average dweller in the small town, who has no knowledge of the meaning of "new towns for old" cannot imagine that a small town can supply all the social and business interest that are necessary for the uses of life. He knows the drabness of the small town as it usually is. To inform him that a small town can be built and become an important solution of the problem of overgrown cities, where the drabness of which he complains can be abolished by scientific provision of the social stimulus he needs is to meet with incredulity.

Mr. Nolen's book is intended to remove this incredulity by describing examples of small town development in the United States, particularly, where scientific planning is creating a new type of community life which has much to offer that cannot easily be obtained in the crowded city, especially for the man who knows what home life can be and ought to be. Mr. Nolen speaks of "the opportunity of the worker to escape the oppressive urban surroundings that have been keeping him under, body and soul; the opportunity of investors to profit by anticipating this certain tendency; and with these the duty of all who have the public welfare at heart, to see that the movement of the workers out to the land is rightly organized and directed, that they are advised wisely, and guarded against the cupidity of those who would debase this tendency, for the sake of sordid speculations, to the workers' harm."

"New Towns for Old" is not, however, merely a treatise on social philosophy. The economic aspect of the argument for the building of new types of the small town is always in view. The inevitable expansion of industry away from the crowded and expensive urban sites is carefully considered, though it is never detached from its necessary accompaniment of residential needs. Mr. Nolen's philosophic temper is much too cultivated to be content with the narrow view that any solution of the problem of overcrowded cities must necessarily be different in America from the rest of the world. He is hospitable to ideas and is not concerned as to their place of birth. "There is an endless opportunity," he says, "for limited dividend companies, working along the lines represented by Letchworth and Welwyn, the garden cities of England, or by the Hampstead garden suburb, or by Mariemont, Ohio, and other new towns in this country."

"New Towns for Old" is published by the Marshall Jones Company, Boston. It is abundantly illustrated. It seems unfortunate that it could not be issued at a lower price than \$3.00.

### NEW TOWN PLANNING ACT FOR SASKATCHEWAN

The Saskatchewan Town Planning and Rural Development Act of 1917 has been replaced by a new Act, recently passed by the legislature and named, more simply, An Act respecting Town Planning.

The new Act is much shorter in compass and puts into one document of 15 pages all that is essential to the

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effective operation of the Act, while dispensing with additional "regulations" documents, which, it is claimed, should form part of a self-contained Act.

The original Act has been on trial for ten years and does not seem to have justified the high expectations of its efficiency which were entertained by onlookers and by this journal. The complaints against it, as stated by the Saskatchewan Director of Town Planning—who had no part in its compilation, are, in the main, that it was too inelastic, both as to the powers granted and their carrying-out; the procedure for rendering operative the powers conferred was too cumbersome and out of conformity with municipal practice in Saskatchewan. This procedure, while controlled by the Act, was governed by regulations made thereunder which should have been incorporated in the Act. The Act made no provision for the exercise of discretionary powers and the powers were too largely centralized in the Minister. The great objection to the "regulations" made under the authority of the Act was that in addition to laying down the procedure necessary to the passing of a bylaw or the adoption of a scheme, councils were obliged to perform their town planning operations in a manner prescribed by a department of the government service. Much that appeared in the former Act was fully covered by the various municipal Acts. It is claimed that the new Act will make procedure much easier and quicker and will prove much more acceptable to the local councils concerned with the carrying out of the Act.

It is contended by the Saskatchewan Director of Town Planning that the educational stage so far reached in town planning thinking in Saskatchewan is not suitable to the operation of a compulsory Act and that more progress will be made in the long-run by enabling powers and educational effort than by any attempt to impose obligatory enactments.

We are following with the liveliest interest the development of town planning activity in the province of Saskatchewan and quite appreciate the fact that every proved obstacle in provincial legislation should be abolished to get the movement under way throughout the province. Saskatchewan is fortunate in the existence of a provincial Town Planning Bureau where the lessons of experience can be weighed and tested and where the legislators are willing to take expeditious means to place town planning legislation on a sound basis.

## INTERNATIONAL TOWN PLANNING AT PARIS

The International Housing and Town Planning Congress will be held in Paris during the week of July 2, 3, 4, and 5, 1928, and will be mainly occupied with the subjects: Building Costs, Rural Housing, Housing of the Very Poor, Mass and Density of Buildings in relation to Open Spaces and Traffic Facilities, Legal and Practical Difficulties in carrying Out Town and Regional Plans.

While the intellectual energy of nations is still occupied—in the League of Nations—with the vastly important but very difficult question of the prevention of international strife the International Town Planning Congress has for its programme the creation of constructive international activity to improve the living conditions of mankind in cities, towns and rural districts by bringing scientific method to bear upon the physical structure of society, which in the past has been largely left at the mercy of land-dealers and industrialists whose main object was the accumulation of profit. If there is any doubt about this the most superficial acquaintance with the social history and the terrible results of the Indus-

trial Revolution of the 18th and 19th centuries should remove it.

In this programme there can be no room for international strife and jealousies—beyond competitive ambition to build up a finer civilization, and the signs are that by the time the question of international warfare is settled a powerful international organization will be in existence with all its force directed to the construction of a finer civilization than the world has ever known.

Whether Canada will be represented or not at this important Congress it is not yet possible to say. The American members of the Federation have appointed a Committee on Attendance and have already published a circular announcing a list of their members who have promised to be present at the Congress. This Committee has also arranged for a Tour of Spain, following the Paris meetings.

The arrangements are so excellent and the advantages to Canadian delegates of travelling with the American contingent are so obvious that we recommend Members of the Institute and other Canadians interested in the tour to communicate directly with Mr. Flavel Shurtliff, Secretary, National Conference on City Planning, 130 East Twenty-Second Street, New York.

On inquiring from Mr. Shurtliff, we find that the whole Tour will cost about \$770. The Spanish tour alone—from July 12 to July 27—will cost about \$300. It will include visits to Madrid, Cordova, Seville, Granada, Barcelona, Carcassonne, Avignon, Arles, Nimes, Pont du Gard and a trip up the Rhone and down the Seine Valley to Paris.

## HAMILTON AWARD

Messrs. Wilson, Bunnell and Borgstrom, Town Planning Consultants of Toronto and Members of the Town Planning Institute, have been awarded the first prize in the plan competition of the Hamilton "Causeway" which the Board of Park Management opened some time ago for Canadian planners.

Three prizes of \$2,000, \$1,000 and \$500 respectively were offered with a further sum of \$3,000 to be paid to the winner of the first prize upon completion of working drawings and specifications and the award carries with it supervision of construction at a fee of 10% on the cost of the undertaking.

We congratulate this enterprising and energetic firm on their success and trust that the award means the real beginning of a town planning programme for Hamilton. Canadian cities are rather slow in grasping the enormous advertising value of a town planning programme.

The second prize was awarded to H. B. and L. A. Dunington-Grubb and W. A. Watson and the third to John M. Lyle, all members of the Town Planning Institute.

## ANNUAL MEETINGS OF THE INSTITUTE

The Annual Meetings of the Town Planning Institute for 1928 will be held at London, Ontario, during the month of September. The late date is an accommodation to the needs of the London members. Particulars as to programme and other matters will be published in a later issue.